

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 EA-06 IO-10 ISO-00 DODE-00 CIAE-00 H-01

INR-07 L-02 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 RSC-01

NSC-05 BIB-01 /089 W

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R 300920Z JAN 75

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 7680

INFO USMISSION IAEA VIENNA

AMEMBASSY BONN

USMISSION EC BRUSSELS

USMISSION GENEVA

ERDA GERMANTOWN

AMEMBASSY LONDON

AMEMBASSY MOWCOW

AMEMBASSY PARIS

USLO PEKING

AMEMBASSY SEOUL

CINCPAC HONOLULU HI

C O N F I D E N T I A L TOKYO 1277

E.O. 11652: GDS

TAGS: PARM, TECH, IAEA, JA

SUBJECT: GOJ-IAEA NEGOTIATION OF SAFEGUARDS AGREEMENT

REF: (A) IAEA VIENNA 0711 (B) TOKYO 1200

1. IN CONVERSATION TODAY, R. IMAI PROVIDED SCICOUNS WITH SOME FURTHER BACKGROUND ON GOJ-IAEA NEGOTIATIONS, BUT LITTLE IN THE WAY OF INSIGHTS ON PROBABLE GOJ POSITION.

2. IMAI STATED THAT A MEETING TOOK PLACE LAST NIGHT OF THE LDP NATIONAL SECURITY, ATOMIC ENERGY, AND SCIENCE COMMITTEES WITH THREE MINISTERS CONCERNED (I.E., FOREIGN MINISTER, STA, CONFIDENTIAL

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AND MITI), AND THEIR STAFFS TO BRIEF DIET MEMBERS ON NPT

AND IAEA NEGOTIATIONS. IMAI SAID THAT HE ASSUMED THAT MEETING, WHOSE RESULTS HE HAD NOT YET LEARNED OF, HAD NOT CHANGED SITUATION. MORE IMPORTANTLY, A STAFF LEVEL MEETING TOOK PLACE TODAY NOON (NOT ATTENDED BY IMAI) AT WHICH AGREEMENT WAS TO BE REACHED ON A NEGOTIATING TEXT FOR VIENNA SESSION. IF AGREEMENT NOT REACHED, IMAI CLAIMS HE WILL NOT GO TO VIENNA BUT HE EXPRESSED CONFIDENCE THAT TODAY'S MEETING WOULD PRODUCE POSITIVE RESULTS.

3. CORE OF NEGOTIATION PROBLEM IN VIENNA, ACCORDING TO IMAI, IS "COORDINATION ARRANGEMENTS" OF IAEA-EUROTOM AGREEMENT, AND ESPECIALLY ARTICLES 12, 13 AND 14 OF PROTOCOL. IMAI CLAIMS THAT AGENCY (FISCHER) HAS MADE IT CLEAR IN PAST THAT WHILE AGENCY IS PREPARED TO ACCORD JAPAN "TECHNICAL EQUIVALENCE" TO EURATOM IN TERMS OF SAFEGUARDS, USE OF EXACTLY SAME APPROACH AS THAT REFLECTED IN EURATOM PROTOCOL WOULD BE UNACCEPTABLE TO EURATOM AS WELL AS TO AGENCY. IMAI SAYS JAPAN WILLING TO CONCEDE THAT LANGUAGE CANNOT BE IDENTICAL TO THAT OF EURATOM AGREEMENT, BUT IT MUST BE SALEABLE IN DOMESTIC TERMS AS BEING SUBSTANTIALLY EQUIVALENT.

4. IMAI CONFIRMS THAT CONCLUSION OF ACCEPTABLE SAFEGUARDS AGREEMENT REMAINS CRITICAL INGREDIENT IN ACHIEVING RATIFICATION. WHILE ACKNOWLEDGING, AS HE DOES FREQUENTLY, THAT SAFEGUARDS ISSUE IS MERELY A SMOKE-SCREEN FOR SOME LDP HARD-LINERS WHO OPPOSE NPT ON GROUNDS JAPAN SHOULD NOT RELINQUISH NUCLEAR OPTION, CONCLUSION OF SATISFACTORY AGREEMENT IN VIENNA IS ESSENTIAL TO THE SUPPORT OF THOSE WHO FAVOR TREATY, AND THOSE WHO "ARE NOT OPPOSED". WHILE RETREATING SLIGHTLY FROM PREVIOUS ESTIMATES THAT VIENNA NEGOTIATIONS WERE SIMPLE AND COULD BE CONCLUDED SUCCESSFULLY IN A COUPLE OF DAYS, IMAI CONTINUES TO BELIEVE OUTCOME WILL BE SUCCESSFUL. HE STATED THAT A PRESS RELEASE HAS ALREADY BEEN PREPARED, TO BE ISSUED BY JAPAN ATOMIC INDUSTRIAL FORUM ON RECEIPT OF TELEPHONIC WORD FROM IMAI IN VIENNA, THAT A SATISFACTORY AGREEMENT HAS BEEN NEGOTIATED WITH IAEA AND THAT JAPAN SHOULD NOW PROCEED WITH RATIFICATIONS.

5. IMAI EXPLAINED THAT LDP SECRETARY-GENERAL NAKASONE WAS BEHIND REFERENCES WHICH CONTINUE TO APPEAR IN PRESS FROM TIME

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TO TIME TO A FURTHER "CONDITION" FOR GOJ RATIFICATION OF TREATY; NAMELY, UN SECURITY COUNCIL ACTION WHICH WOULD CALL ON NUCLEAR POWERS TO EXTEND PROTECTION TO NON-NUCLEAR SIGNATORIES OF NPT WHO ARE ATTACKED OR THREATENED BY NUCLEAR WEAPONS. IMAI CLAIMS THAT NAKASONE IS NOT OPPOSED TO NPT AND UNDERSTANDS THAT SUCH SECURITY COUNCIL ACTION IS UNATTAINABLE, BUT, AS A PRAGMATIST, WANTED TO PREPARE A RATIONALE OTHER THAN SAFEGUARDS FOR OPPOSING NPT, IF DOMESTIC POLITICAL SITUATION CALLS FOR HIS

OPPOSITION.

6. IMAI STATED THAT UN BUREAU OF FONOFF AND ITS SCIENTIFIC AFFAIRS DIVISION WERE CLEARLY BOTH THE TITULAR AND DE FACTO LEADERS OF THE DELEGATION AND OF THE OVERALL MOVEMENT TO SECURE RATIFICATION, WHICH WILL PUT A FEATHER IN THEIR CAP. HE DOES NOT SHARE KAWASHIMA'S LOW OPINION OF THE LEADERSHIP WHICH THEY ARE PROVIDING THE EFFORT, AND FACT THAT NEGOTIATIONS ARE FINALLY TO TAKE PLACE, ALTHOUGH CLEARLY AT LATEST POSSIBLE MOMENT, WOULD SEEM TO SUPPORT IMAI'S ESTIMATE.

7. OVERALL, IMAI BELIEVES THERE IS A BETTER THAN 50-50 CHANCE THAT RATIFICATION WILL BE ACHIEVED THIS YEAR. HE ALSO TENDS TO SHARE OPINION OF ETO (FONOFF SCIENCE DIVISION DIRECTOR) THAT RATIFICATION WILL BE VERY MUCH MORE DIFFICULT IF DELAYED BEYOND THIS SESSION OF DIET. HE BELIEVES THAT NEGOTIATING WILL BECOME MUCH MORE DIFFICULT IN VIENNA, DUE TO EXPECTED CHANGES IN PERSONNEL THERE WHICH HE DID NOT SPECIFY, AND THAT SITUATION IN JAPAN WILL ALSO BE MUCH LESS FAVORABLE TO RATIFICATION IN THE FUTURE THAN NOW, ALTHOUGH HE AVOIDED ETO'S CHARACTERIZATION OF THIS YEAR AS "LAST CHANCE".

8. IMAI EXPECTS US MISSION TO BE VERY CLOSE TO NEGOTIATIONS, AND LOOKS FORWARD TO MISSION'S HELP.
HODGSON

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